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24 December 1990

MEMORANDUM FOR THE RECORD

SUBJECT: Options for the Office of General Administration

1. During the latter part of August or the first week in September 1990 I met with the DDA and the ADDA regarding the establishment of the Office of General Administration (OGA). During that meeting I mentioned to them that if OGA were simply to encompass the career management function for the MG Career Service that it would be eliminated by a future DDA because an Office-level component is not necessary to perform that function. I asked them to provide me with an opportunity to pursue some possible options with respect to what OGA could be and allow me to report back to them within three months.

2. During the period, September - November 1990, I examined a number of alternatives, many of aspects of which were submitted, at my request, by concerned MG officers. I discussed a wide variety of options with a number of Agency officials, including DDP&C, the DDO, Deputy Comptroller, etc. Based on my own research and these discussions, I presented the DDA and the ADDA with three options which are covered in detail in the attached memorandum. After providing them with time to read the report, I provided them with a detailed briefing on 4 December 1990. Throughout that session, the focus of the discussion was on my preferred option, i.e. that OGA be eliminated as an Office and that the responsibility for the MG Career Service as well as an expanded focus for administrative support overseas (including career management for the DO's OSOs) be assigned to a reconstituted DA Executive Officer.

3. On 19 December 1990, I was informed by the ADDA that the DDA had decided that OGA would include the career management of the MG Career Service and the Protocol Unit. The ADDA did not convey any rationale for this decision, but mentioned that I could meet with the DDA to discuss this further if I desired.

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MEMORANDUM FOR: Deputy Director for Administration

25X1 FROM: [REDACTED]
Director of General Administration

SUBJECT: The Office of General Administration

1. Background: As I begin this proposal, I would like to thank you for giving me the opportunity to explore some options regarding the mission and functions of the Office of General Administration (OGA). You may recall that back in September when I met with you and the Associate Deputy Director for Administration (ADDA) I mentioned that, in my opinion, OGA would not survive if its function were only to be the "home base" for the Administrative Career Service (MG). My opinion has not changed; several years from now when we have a new Deputy Director for Administration (DDA) (whoever he or she may be), and there has been some distance from the Inspector General (IG) Report, they will note that OGA has no positions, no dollars, no space (to speak of), and no mission other than that of a "body shop which provides administrative officers to components throughout the Agency. Further, the new DDA will probably have a dire need for an SIS-level position elsewhere in the Directorate-- away goes OGA, and [REDACTED] administrative support careerists are jerked around, organizationally, one more time. [REDACTED]

25X1 2. [REDACTED] task force has reviewed some of the topics discussed herein. On most, but not all, the proposals contained in this paper are in line with their recommendations. In my efforts to formulate a game plan for OGA I think I have exhausted all practical avenues regarding possible functions. I met with the IG team which inspected the MG Career Service to discover what they did NOT put down on paper; with each DA Office Director, in separate sessions; with the Deputy IG, the DDO, the DDP&C; as well as with [REDACTED] C/CMS/DO, the Assistant Secretary of State for Admin and his Executive Assistant; and with many MG officers, et al. As you might imagine, I received all manner of suggestions as to what OGA should be. I will outline some of them below. What was a bit of a surprise in these meetings/discussions was the readily apparent suspicious reactions of the DA Office Directors--several questioned the need for an OGA; none understood the rationale that led to its establishment and

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25X1 none agreed with it; and at least one used our session to express some deep-seated animosity toward the MG Career Service. It is possible that some of these feelings were reactions to my own personality, but all I did was to ask for their help. There is, however, no question in my mind that there is absolutely no support from the Office Directors for OGA! [redacted]

25X1 3. So the atmosphere for forming a new Office is both bad and good. On the downside, we are in for some pretty heavy resource bashing over the next five years. There are no new positions or dollars to be had. And, under these conditions, the DA Office Directors will be jealously guarding their turf. On the positive side, even with resource decreases we want to maintain new initiatives in the Agency and, I assume, the DA. We are probably ready for a major reorganization in the DA to deal with the new world and we should, indeed, be striving for greater efficiencies across the board. Under these circumstances, OGA could be viewed as a catalyst to make some of this happen. [redacted]

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5. The second most frequently voiced suggestion was for OGA to assume responsibility for the Central Travel Service because that organization cuts across several DA disciplines, i.e., personnel, finance, and logistics (by way of household effects). I believe that this suggestion has some merit in that the transfer of responsibilities would be within the DA. However, my bottom line is that I do not have any magic proposals which indicate that

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25X1 OGA can do it any more efficiently than the Office of Personnel (OP). I should mention that the Central Travel Service has become a "winner" since they put a very energetic, innovative MG officer in a leadership role there. Again, I do not believe there is sufficient justification for relocating this function to OGA unless it were part of the more encompassing proposal outlined below. [redacted]

25X1 6. Some suggestions which I received were somewhat "revolutionary." One, in particular, calls for an OGA to encompass a large Operational Group, a Strategic Plans Group, the Special Support Assistant to the DDA Staff, and the Career Management Staff. This ambitious version of OGA would include responsibility for all administrative liaison with other government agencies; a "one-stop shopping" scheme for all travel processing (PCS and TDY), to include personnel, medical, logistics, and cover functions; and it would establish working groups which would address long-term administrative issues, both overseas and domestic. Although somewhat grandiose, this concept does have merit in consolidating resources and streamlining functions. Although I do not believe that the Directorate is ready for anything quite as drastic as this now--budget slashes in the future will, nonetheless, force this type of change upon us. I suggest you may wish to form a small group of senior DA people to examine this concept in the near future. [redacted]

25X1 7. As I have mentioned above, a number of proposals urged that OGA assume responsibility for [redacted] and central travel. An equal number recommended that OGA serve as the institutional point of reference within the DA for administrative issues which cross Office lines. Several recommendations called for OGA to assume responsibility for facility management of all Agency facilities, [redacted]

25X1 [redacted] One proposal suggested that OGA assume responsibility for space management (ugh!); the Safety Division of the Office of Medical Services; the Fine Arts Committee (ugh!); and the Policy & Regulations Branch of the Office of Personnel. If the latter component does, in fact, deal with administrative issues beyond the personnel field, I believe that a solid case could be made for shifting this unit to OGA. [redacted]

25X1 8. I talked with the Director of Information Technology (D/OIT) about the information management/registry/records management folks in his office. He told me that he was in the

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process of integrating them into the main stream of OIT after a lengthy study of the subject. Finally, my old colleague, the Director of Security suggested that OGA could assume responsibility for [redacted]

25X1 9. Recommended Proposal: Taking all of these suggestions into consideration, as well as political and resource realities, I propose that the following functions, not in priority order, be assigned to OGA:

- (a) "Home Base" for the MG Career Service, responsible for all career management functions having to do with that career subgroup.
- (b) Incorporate into OGA the career management responsibility for the DO's Operational Support Officers (OSOs) who perform administrative support duties. The IG team which looked at the MG Career Service devoted some of its attention to the lack of any linkage between the OSOs and the MGs even though their work is essentially the same. In this category of people, there are approximately [redacted] OSOs, ranging in grade from GS-07 through GS-12, who are assigned on a worldwide basis. Their average grade is GS-08 and their careers are, for the most part, dead-ended in the DO. At their grade levels, they could be utilized in a variety of areas in the DA (OP, OFM, or OL, for example). The positions which they encumber would remain in the DO, but OGA would be responsible for their career management. The DO would provide OGA with four positions to administer these folks. I believe that the benefits of this proposal far outweigh the liabilities, especially for the OSOs--see Attachment A for details regarding this proposal and a suggested MOU between you and the DDO. I believe that we have adequately protected all of your equities.
- (c) The SSA/DDA should be incorporated into the OGA organizational structure. The theme of OGA's mission is geared to support overseas. It would be confusing to most of our clients if the SSA were to remain outside of OGA as a separate entity. This is not to suggest that D/OGA would interject himself/herself between the DDA/DDO and the SSA; nor is it intended

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for the D/OGA to be provided with any of the special delegations given to the SSA. This change would, in my opinion, enhance the SSA's position in that the incumbent would have more time to focus on key administrative issues of significance to himself and his clients, without having additional responsibilities around his neck (i.e., State liaison). He would also be called upon to serve, from time to time, as the Acting D/OGA since I do not propose any DD/OGA.

- (d) Rapidly changing situations abroad, the overseas drawdown, and the impending budget crunch call for a consolidation of the DA's overseas support. Consequently, I propose that OGA be the focal point within the DA for administrative support abroad. By this I mean that OGA would be responsible for the following:

(1) Any support issue/problem overseas which involves more than one support discipline. (?)

(2) Responsibility for all regional support entities (excluding Office of Communications Bases and Office of Logistics proprietaries), whether they are located overseas or within CONUS which provide direct assistance to stations and bases abroad.

(3) Responsible for the manning of all DA designated positions overseas and in the DO area divisions, thereby ensuring continuity of component and field support staffs. More importantly, when the overseas drawdown occurs, OGA will recommend to the DDA what combinations of support positions/people should remain at each station and base.

(4) OGA will be the Agency's focal point for administrative liaison with the Department of State. This person or persons (possibly two, with one actually sitting at State) is/are to ensure that the multiple lines of communications stemming from the Agency to a wide variety of State components are totally and internally consistent with each other; this will take the form of direct liaison with State's Bureau of Administration. In addition, this small unit would serve as the DA's focal point for administrative liaison with the Office of the Secretary of Defense.

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(5) By virtue of its overseas orientation and the fact that it would be the home base for the MG officers and OSOs, I propose that OGA be the focal point for rotational assignments overseas, to include all DA-designated positions (i.e., MF, MP, MG, MS, and ML).

(6) OGA will be the responsible component within the DA for the initiation, development, and integration of all administrative support overseas [redacted]

(7) Finally, OGA will be responsible for the establishment of "DA Flying Squads," consisting of personnel from appropriate Offices in the DA, who will be trained, as a unit, to meet crisis situations, both overseas or at Headquarters in support of overseas situations, i.e., support personnel to perform on the [redacted] or a support team to meet other overseas crisis where there are few, if any, support personnel. OGA formulates the units, guides unit training, and provides a forum for them to get together on a regular basis. All members would be certified to travel at a moment's notice; we would probably form four-person teams for each of the geographical area divisions. [redacted]

10. Resources: Now how do we do all this? The principal difficulty is that OGA will be dealing with Directorate-wide issues from an Office level, but if one accepts the premise that OGA's mission and functions are consistently orientated toward administrative support overseas, then it is similar to OIT providing its services on an Agency-wide basis, OL providing logistics support across the Agency, etc. I do not see any inconsistency in one Office being the focus for all admin support overseas. The next question is what resources would be required for OGA to accomplish its proposed mission. (C)

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11. OGA currently has a grand total of [redacted] positions [redacted] of which are classified as training slots for CT's coming into the MG Career Service and seven belong to the Protocol Section (discussed below)), leaving only four positions for a D/OGA, a Personnel Officer, Admin Assistant, and one Secretary--none for the Career Management Officer. Since I do not believe that we are going to maintain the current pace of recruiting for MG CT candidates, I probably would convert two training positions to be used for a senior Career Management Officer (need SIS ceiling) and an MG Training/Admin Assistant. By adding the SSA/DDA to OGA, there is

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25X1 a gain of four positions (the SSA, his deputy, a junior officer, and a secretary). According to my proposed game plan, I would take the junior officer position, and add one of the MG training positions to establish the State/SecDef Liaison Unit. The four positions required to provide career management support for the OSOs will come from the DO. These positions will be filled by an OSO Career Management Officer, two personnel officers, and a training officer. [redacted]

25X1 In order for OGA to function as the focal point within the DA for admin support abroad, OGA would need at least two/three officers to be assigned on a rotational basis from appropriate DA Offices (OL, OP, OFM, OS, or the MG cadre). This number may have to be expanded to five/six depending on the workload which no one can foresee at this time. As long as OGA has the bodies, the people can remain slotted in their home components. [redacted]

25X1 [redacted]

25X1 We need an MG officer, with recent field experience, to be involved in the Management Data tasks--this person will provide a real world view of admin systems at the vast number of small stations and bases where there is only a singleton MG or OSO person (I am discussing this with [redacted])

25X1 One final thought on OGA's proposed mission and functions (see Attachment B for a suggested organizational chart), I understand that the Protocol Unit, consisting of seven full-time positions, was placed in OGA, because the unit, from time to time, needs the "fire power" of an Office Director to intervene in politically sensitive situations. From my limited exposure to these folks, they do an outstanding job; are very enthusiastic; highly motivated; and truly experts in their work. While I am pleased to be working with them, I question if they should be included in an overseas-oriented OGA. It seems to me that they would be more appropriately placed in the Office of Personnel because they, in fact, are performing a personnel function. In addition, the Director of Personnel is the chairman of the Agency's Honor & Merit Awards Board which is supported by Protocol. Over to you, I would be pleased to have them remain with OGA, but you may wish to take this opportunity to relocate them in a more logical place, such as OP. [redacted]

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12. Concluding Thoughts. I obviously think this proposal makes sense. It provides a stable foundation for OGA; it is internally consistent; it fills some gaps which are not covered in a Directorate-wide, coordinated fashion; it provides a catalyst for rotational assignments within the DA; it gives you a mechanism for dealing with rapidly changing scenarios overseas; and it gets us on the cutting edge in a couple of areas. Before recommending your approval, however, I need to present one alternative for your consideration. [redacted]

Even though the resources involved in the proposal are limited, space will be a problem (as always), and it will not be easy getting Directorate-wide participation in this effort. In light of these and other obstacles in the era of the big "Build-down," I ask that you reconsider the basic question of establishing a new Office. As you are aware, the creation of a separate Office was merely a suggestion, not a firm recommendation in the IG Report. My much preferred alternative would be to reconstitute the old Executive Officer to the DDA position at the SIS-4/5 level. You could still have an Executive Assistant doing the leg work that he is doing now. I then would put all of the functions I have outlined for OGA under the purview of the Executive Officer, who would have a separate, but equal vote on the SPRB (See Attachment C for a suggested organizational chart). I am prepared to discuss this option, as well as the OGA proposal, with you and the ADDA at your convenience. [redacted]

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